

**Prepared for
State of New Hampshire**



**CRIMINAL JUSTICE
INFORMATION SYSTEM
MASTER PLAN**

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EXECUTIVE SUMMARY

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criminal offenders and cases is either not available or is not accessible to agencies or the courts in an efficient or timely manner.

For example, the current procedures for transmitting information to the Department of Safety's Central Repository of criminal records are neither timely nor efficient and pose a serious challenge to maintaining the completeness and integrity of criminal records in New Hampshire. Equally important, much of the information available to individual agencies or courts is never made accessible to other criminal justice agencies.

In addition, time-consuming and inefficient procedures have to be used by the different agencies and the courts to access information on criminal offenders and cases. The current procedures result in staff time and resources being spent on (1) the duplicate recording of criminal justice information, (2) cumbersome procedures for data transmittal, retrieval, and transportation, and (3) extensive use of photocopying and hard copy data storage. In an era of limited government budgets and resources, these practices are resulting in scarce resources being used for tasks that could easily be automated.

As a result of this situation, the sharing of information among the different agencies and courts is still based essentially on the shuffling of paperwork in a cumbersome and time-consuming process. Information is not always available when needed or may be incomplete and sometimes inaccurate. This leads to some potentially very serious problems. A few examples are as follows.

- o Police may approach a suspect or a stopped vehicle without having complete or accurate information because the updating of criminal history records with dispositions is not fully automated and can be delayed.
- o The wrong people can be detained, arrested, or incorrectly released as a result of:
 - . the lack of a comprehensive file of offender data that provides a complete picture of the offender or suspect;
 - . the lack of a statewide warrants file; and
 - . the delays associated with organizations transmitting relevant data to other organizations.

- o People who are arrested may be going free because of the lack of comprehensive fingerprinting and the cumbersome manual fingerprint matching process.
- o Judges, county attorneys, and public defenders may not have all pertinent information on offenders and therefore may make wrong decisions.
- o There is a chance that the wrong offenders may be placed on parole or probation because of the lack of relevant information from which to make a decision:
 - . the compilation of offender information is cumbersome to collect from different sources, and
 - . offenders may be released without prior notification of victims or local law enforcement agencies.

The primary objective of the CJIS system is to ensure that information on criminal cases and offenders is as accurate and up-to-date as possible and that the information is readily available in a timely manner to all agencies and organizations involved in the criminal justice system. In accomplishing this objective, the major outcomes will include:

- o overall improvements in public safety,
- o a greater degree of safety for law enforcement officers on the streets,
- o improvements in the identification and processing of criminal offenders,
- o promotion of more effective law enforcement,
- o acceleration of case processing within the court system,
- o promotion of timely and accurate disposition reporting to criminal history records,
- o provision of timely information to victims of crime, and
- o better monitoring of offenders in the criminal justice system through the ability to track offender status.

The successful development of a criminal justice information system in New Hampshire will bring substantial benefits for the state as a whole and for individual criminal justice agencies and the Judicial Branch. By providing more timely, accurate and accessible information on criminal offenders and cases, the CJIS will result in a more efficient and effective criminal justice system. In addition, the CJIS will help individual agencies and the

courts to perform their functions more efficiently and to reduce costs incurred in their current labor-intensive procedures.

C. FUNCTIONAL REQUIREMENTS AND SYSTEM MODULES FOR THE CRIMINAL JUSTICE INFORMATION SYSTEM

The CJIS Master Plan presents a functional requirements analysis for the new system. This analysis is an important first step in the planning and development of a large-scale automated systems involving multiple organizations. The functional requirements analysis provides the basis for subsequent development of the General Design for the system and for the assessment of alternative system architectures.

The preliminary functional requirements analysis presented in the Master Plan provides only an overall assessment of the basic requirements for the CJIS. During subsequent planning and design activities, it will be necessary to conduct a more detailed requirements analysis involving work groups representing each of the criminal justice agencies and the courts.

The functional requirements for the system are described for each of the major system modules. These include the following:

- o the Arrests and Criminal Incidents Module;
- o the Prosecution, Case Scheduling and Court Hearing Module;
- o the Disposition and Sentencing Module;
- o the Pre-Sentence Investigation Module;
- o the Bench Warrants and Restraining Order Module; and
- o the Incarceration, Probation, and Parole Module.

For each of these proposed system modules, we present a brief synopsis of the limitations of current interfaces in the criminal justice system, followed by a description of functional requirements for the new system.

D. CONCEPTUAL SYSTEMS DESIGN AND ARCHITECTURE FOR THE CRIMINAL JUSTICE INFORMATION SYSTEM

On the basis of the information gathered during the project, MAXIMUS recommends that the conceptual systems design and architecture for the New Hampshire CJIS should be based on the following core principles.

- o The CJIS system should emphasize networking and connectivity rather than the development of a new shared database of criminal justice information.
- o The system should take advantage of the current installed base of hardware and software to the extent feasible in order to control costs.
- o The network should operate on the State's new telecommunications backbone system which is expected to be in operation by mid-1996.
- o Pending the implementation of the new backbone system, work should begin as soon as possible on developing interagency agreements, identifying data transmission needs and protocols, developing new software programs, and acquiring hardware necessary to support the new CJIS network.
- o The system should be implemented in phases by module in order to ensure that the most important modules are implemented without delay. The most important modules are those which will have the most immediate impact in improving the integrity of criminal records in New Hampshire.

E. IMPLEMENTATION PLAN AND BUDGET FOR THE NEW HAMPSHIRE CJIS

The Master Plan presents a detailed Implementation Plan and Budget for the development of the New Hampshire CJIS. The general approach to designing and implementing the CJIS system will involve two major steps:

- o the development of an overall system design encompassing the entire CJIS system, and
- o the phased design and implementation of individual modules.

The rationale for this approach is that it will allow the most important modules to be properly designed and implemented on a priority basis without waiting for an elaborate detailed system design for the CJIS system as a whole. If excessive time and resources are

spent on programming the entire CJIS system, there is a risk that New Hampshire will not see short-term benefits from the implementation of the most important modules.

Priority will be given to those modules that will directly enhance the integrity of the criminal records system in New Hampshire. Under the phased approach to designing and implementing the CJIS system, therefore, the modules will be implemented in the following priority order:

- o Priority 1: the Arrest and Criminal Incidents Module;
- o Priority 2: the Dispositions and Sentencing Module;
- o Priority 3: the Incarcerations, Probation, and Parole Module;
- o Priority 4: the Bench Warrant and Restraining Order Module;
- o Priority 5: the Prosecutions and Case Scheduling Module; and
- o Priority 6: the Pre-Sentence Investigation Module.

The CJIS system will be implemented in phases during a two-to-three-year period, but the most important modules will be implemented in less than two years.

The projected personnel costs for the entire CJIS system are \$4,934,367.

The hardware requirements for the CJIS system will be relatively minor for four reasons.

- o The CJIS will be able to take advantage of the new telecommunications backbone system that New Hampshire is planning to implement in late-1996.
- o As indicated previously, the CJIS will make use of existing hardware as much as possible.
- o New Hampshire officials wish to focus the system on the agencies that account for the largest percentage of criminal cases, rather than incorporating every single police department in the state.
- o Officials at the Central Repository have indicated that they already have sufficient hardware capacity to support the new processing requirements of the different CJIS modules.

In this context, the primary hardware requirements for the new CJIS system will include the following:

- o automated booking stations to support the Arrests and Criminal Incidents Module; and
- o minor hardware acquisitions to improve the capacity of the Central Repository.

It is estimated that 25 automated booking stations will be required to support the Arrests and Criminal Incidents Module. Each of the 10 county jails will receive a booking station, and the remaining 15 will be deployed at the arresting agencies that account for the large majority of all arrest activity in New Hampshire.

The estimated cost of the 25 automated booking stations is \$875,000. Additional hardware to support the CJIS will have a combined cost of \$600,300.

The estimated budget for implementing the New Hampshire CJIS in terms of personnel requirements and hardware is \$6,409,667. The ongoing operating costs are estimated at \$1,931,300 per year.

CHAPTER I
INTRODUCTION

CHAPTER I: INTRODUCTION

This document presents the Statewide Criminal Justice Information System (CJIS) Master Plan for the state of New Hampshire. The Master Plan was developed by MAXIMUS as part of the overall Criminal History Records Improvement (CHRI) project conducted by the New Hampshire Department of Safety. MAXIMUS also conducted a baseline audit of criminal records data as part of the CHRI project.

A. DEVELOPMENT OF THE CJIS MASTER PLAN

The primary objectives of developing a CJIS Master Plan for New Hampshire were as follows:

- o develop a coordinated plan for New Hampshire that can improve the sharing of information on criminal records, including data on criminal activities, arrests, dispositions, and offenders;
- o provide detailed specifications for automation strategies to address the needs of criminal justice agencies, with an emphasis on interfaces among the different agencies and the judicial branch; and
- o identify state funding strategies and projected timelines for tasks necessary to accomplish the automation strategies.

The development of the CJIS Master Plan was conducted by MAXIMUS in three phases, as follows:

- o **Phase I: Situation Assessment.** The objectives of Phase I of the project were to:
 - . gather information on the functions, procedures and organization of the major entities involved in the New Hampshire criminal justice system;
 - . identify the major manual and automated interfaces that currently exist among the different entities in terms of exchanging information on offenders and criminal cases;
 - . assess the current automation and technology that exists among the major criminal justice agencies and the courts, including internal systems and automated interfaces, as well as plans and priorities for future automation; and

- . identify specific functions and processes that would benefit from the implementation of an integrated criminal justice information system, including benefits for the operational effectiveness and efficiency of each entity and the system as a whole.
- o **Phase II: Define Target Systems Environment.** The objectives of Phase II of the project were as follows:
 - . identify automation objectives for a criminal justice information system;
 - . determine overall automation strategies;
 - . identify common data needs/data architecture;
 - . determine interagency and interbranch priorities;
 - . develop a conceptual systems design and architecture;
 - . identify system migration strategies; and
 - . identify a technology strategy.
- o **Phase III: Systems Implementation and Planning.** The primary goals of Phase III of the project included the following:
 - . assess implementation options,
 - . develop specific plans for implementation,
 - . identify tasks and timelines,
 - . determine implementation prerequisites,
 - . identify funding and personnel requirements, and
 - . prepare the draft and final versions of the CJIS Master Plan.

B. ACTIVITIES CONDUCTED BY MAXIMUS TO PREPARE THE CJIS MASTER PLAN

During Phase I, MAXIMUS conducted two rounds of site visits to New Hampshire to interview officials from the major criminal justice agencies and the courts. In addition to conducting interviews with state agencies and the Administrative Office of the Courts (AOC), MAXIMUS visited a sample of local courts and criminal justice agencies. These visits were sufficient to provide us with a preliminary overview of the functions, organization, interfaces, and current automation of county and local criminal justice agencies, as well as the court system. In addition, MAXIMUS obtained additional information on the automation

of local law enforcement agencies through the survey that we conducted for the baseline audit.

To develop the Master Plan, MAXIMUS participated in meetings of the New Hampshire CHRI Task Force and conducted numerous site visits to individual agencies and the courts. Specifically, interviews were conducted with officials from the following entities:

- o Department of Safety, Central Repository for Criminal Records;
- o Administrative Office of the Courts (AOC);
- o Attorney General's Office;
- o Department of Corrections (DOC), State Prison;
- o Department of Corrections, Division of Field Services (Probation and Parole);
- o Selected local courts, county attorneys, and law enforcement agencies; and
- o Department of Administrative Services, Office of Information Technology Management (OITM).

In addition to interviewing officials at each of these organizations, MAXIMUS compiled documentary materials pertaining to their operations, including (where available) standardized forms, reports, standing orders, operating procedures, descriptions of automated systems, and plans. Finally, copies of our reports were reviewed by Mr. Larry Polansky, an independent court consultant selected by the Administrative Office of the Courts.

C. ORGANIZATION OF THE CJIS MASTER PLAN

The remainder of the Master Plan consists of the following chapters:

- o Chapter II provides a detailed review of the current automation of the different criminal justice agencies and the courts, with an emphasis on processes and procedures that would benefit significantly from improved automation.
- o Chapter III describes the functional requirements for the proposed CJIS, including an overview of the major system modules.
- o Chapter IV presents the proposed conceptual systems design and architecture for the new system.

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- o Chapter V presents an overview of the benefits of the proposed Criminal Justice Information System.
 - o Chapter VI presents the proposed Task Plan, schedule and budget for the development of the CJIS, including time lines for specific implementation tasks and activities.
 - o Chapter VII presents a proposed project organization and planning structure to ensure that the CJIS is implemented on schedule and within budget and that the new system meets all of functional requirements specified for the system.